DOCUMENT RESUME

ED 045 841 VT 012 307

TITLE	U.S. Manpower in the 1970's; Opportunity and Challenge.
INSTITUTION	Office of Manpower Policy, Evaluation, and Research (DOL), Washington, D.C.
PUB DATE	70
NOTE	30p.
AVAILABLE FROM	Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402 (L1.2:M31/58/970, $.55)
EDRS PRICE	EDRS Price MF-$0.25 HC Not Available from EDRS.
DESCRIPTORS	Economically Disadvantaged, *Economic Progress, Employment Opportunities, *Employment Projections, *Employment Trends, Graphs, Manpower Development, *Manpower Utilization, Minority Groups, Public Policy

ABSTRACT

This report provides an overview of the changing labor force of the 1970's. Employment trends for youth, blacks, women part-time workers, and other groups are projected, after which the report discusses the role of Federal manpower policy in improving the operation of the labor market during inflation, recession, and steady growth. Numerous graphs illustrate the data. (BH)

ED0 45841

U.S. MANPOWER IN THE 1970's

opportunity & challenge

United States Department of Labor

VT012307

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY

This nation does not preplan the future of its working citizens.

The manpower future is shaped by tens of millions of individual decisions on the part of employers, students, workers, union officials, educators, and government officials. The purpose of this booklet is to provide information about manpower in the 1970's to those who are close to the action — those making these decisions.

The information in this booklet does not cover the full range of manpower activities and problems. It deals largely with the major and long-range trends that can be seen now. It focuses on important changes ahead.

We hope publication of this booklet will underscore the constant change that goes on in workforce patterns. Half a century ago, the then new Department of Labor adopted an insignia. It featured a plow and an anvil. Agricultural workers and blacksmiths were then major components of the Nation's workforce. Though our workforce has since doubled, agricultural workers are today only a fourth of their earlier number and, of a quarter million then, only a handful of blacksmiths remain.

Workforce change is inevitable. All who deal with Manpower will benefit by a better understanding of the nature and direction of its changing patterns. To improve such understanding is the purpose of this booklet.

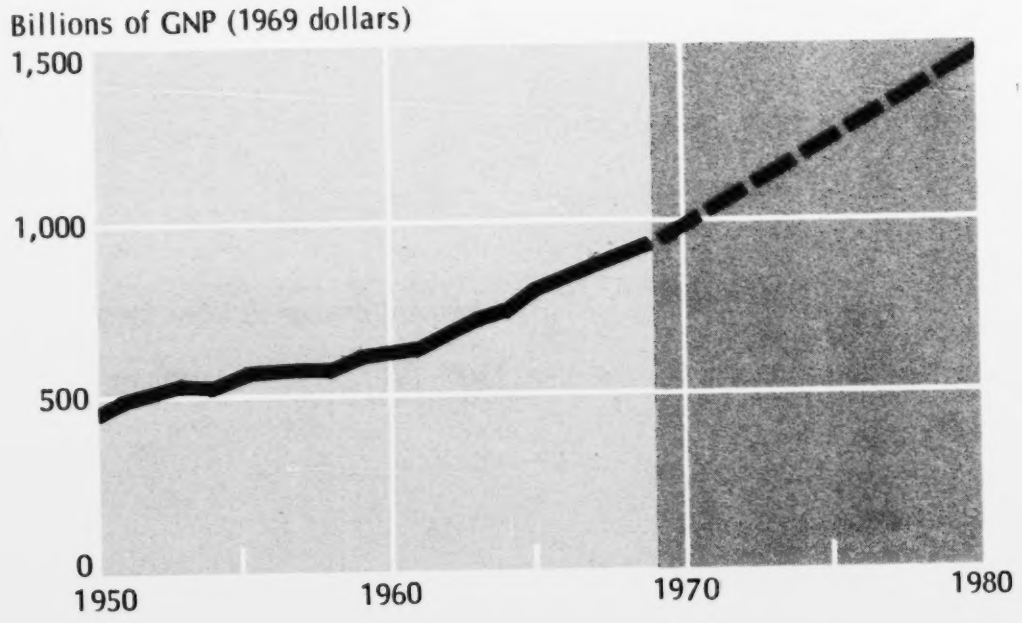
W. D. Hodgson

Secretary of Labor

For sale by the Superintendent of Documents, Government Printing Office
Washington, D.C., 20402 - Price 55 cents

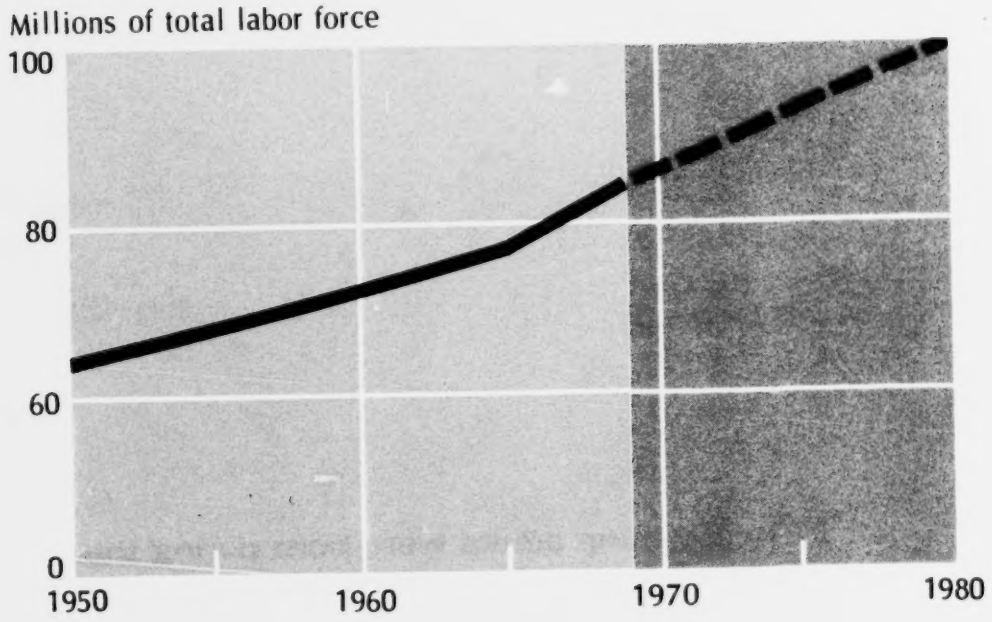
EDO 45841

The 1970's will be a period of strong economic growth accompanied by extensive work force growth



The Gross National Product of our economy may increase to $1.4 trillion in 1980, about 50% more than in 1970 and three times the level in 1950 — given high employment levels and expected productivity gains.

The labor force — those who are working and those seeking work — is expected to number more than 100 million workers by 1980, growing by 15 million in the '70's.



This economic and labor force growth will help us to address such important national needs as

- Higher living standards.
- Better education, health and housing.
- Urban rebuilding, improved transportation and crime reduction.
- Environmental quality improvement.

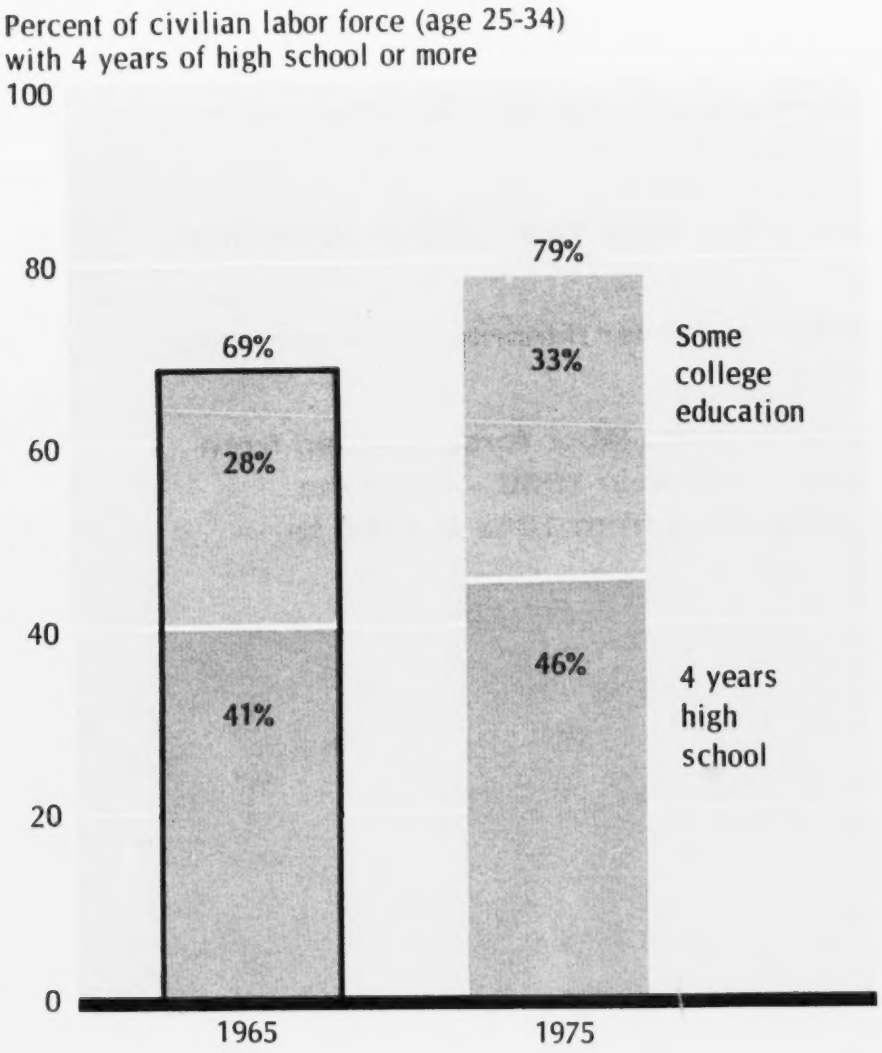
The number of workers in the prime 25-34 year old educated than workers of the same age in the 1960's

The largest labor force growth in the '60's was among those workers 16-24 years old. The dramatic increase in the '70's will be among young adults — age 25-34 — those entering their prime working years.

Age group	Percent change in labor force	
	1960-1970	1970-1980
16-24	53	19
25-34	16	49
35-44	-1	13
45-54	15	-4
55-64	21	14
65 and over	-8	6
Total labor force	18	18.3

These young adults were born during the post World War II baby boom.
In the '60's they crowded into high schools, colleges and entry jobs.
In the '70's they will be moving beyond entry positions in the workforce,
and will account for almost one-half of total labor force growth.

group will increase dramatically. They will be better



The 25-34 year olds will be markedly better educated than persons of the same age in the '60's.

Along with more education they will generally bring to the workplace

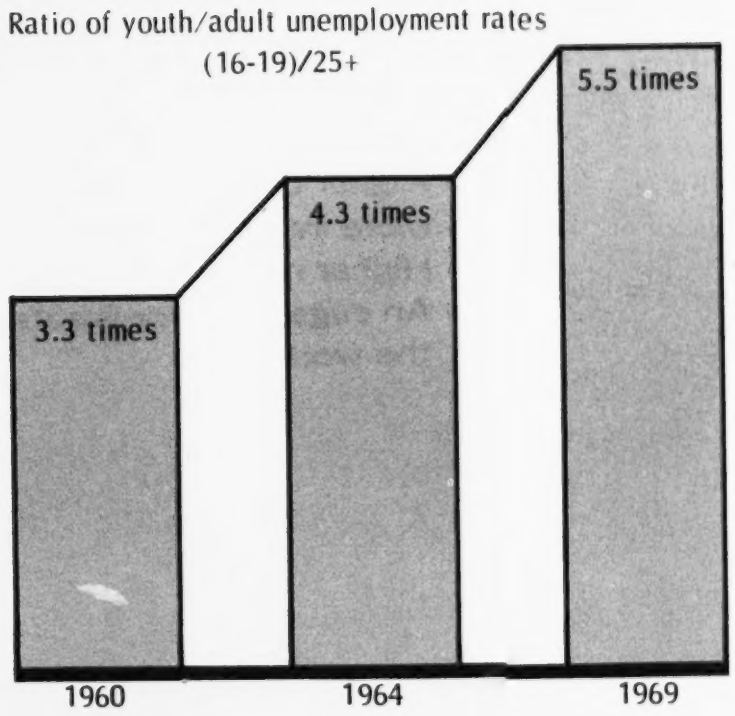
- Higher occupational aspirations and expectations.
- More innovative and creative interests.
- Higher mobility.
- An eagerness for greater participation in decision-making at the workplace.

Slowed growth in overall teenage labor force can help increase of blacks in the labor force will continue.

Youth employment problems that emerged in the '50's reached major proportions in the last decade:

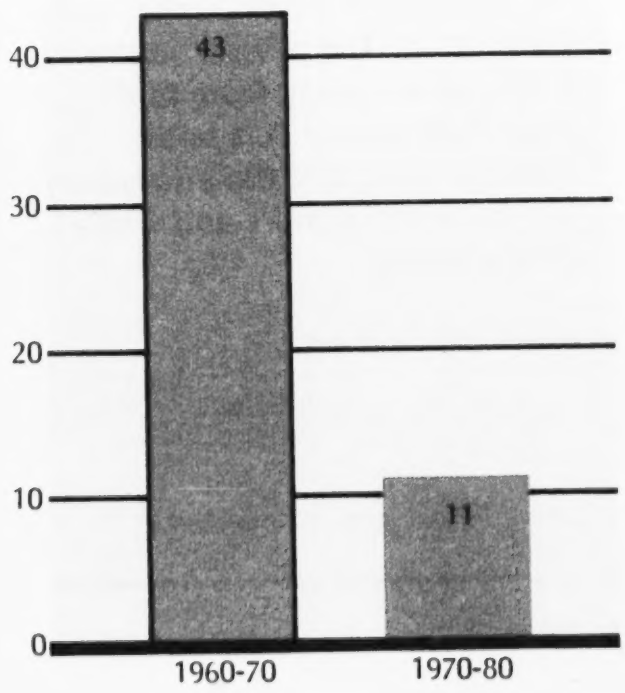
- Overall teenage unemployment was more than 12% in every year of the '60's.
- The rate for teenagers of black and other minority races generally fluctuated in the 24-30% range.
- The number of teenage students in the labor force climbed from about 2 million in 1960 to over 3 million in 1969 — and the unemployment rate of this group rose from 10% in 1960 to about 13% in 1969.

The gap between youth and adult unemployment rates widened. At the beginning of the decade youth unemployment was 3.3 times adult unemployment. At the end of the decade it had risen to 5.5 times.



...educe youth unemployment. The sharp

Percent of increase in youth labor force, ages 16-19, (1960-1980)



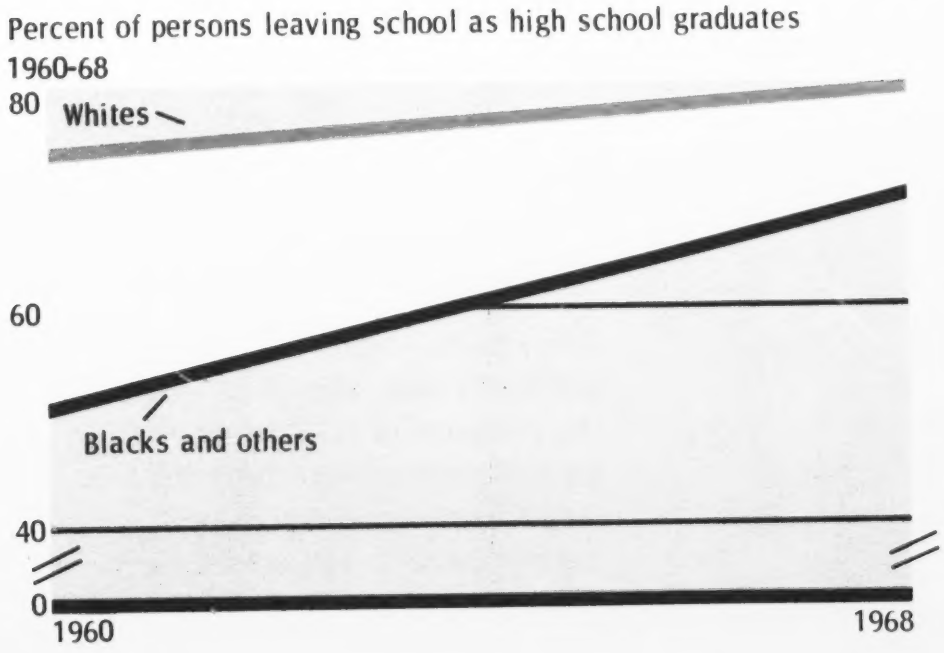
The youth employment challenge will carry over into the 1970's since the number of teenagers in the labor force will continue to be large. However, the rate of growth in the teenage labor force will slow dramatically and will provide a better opportunity to reduce overall teenage unemployment.

BUT — there will continue to be rapid labor force increases among young blacks.

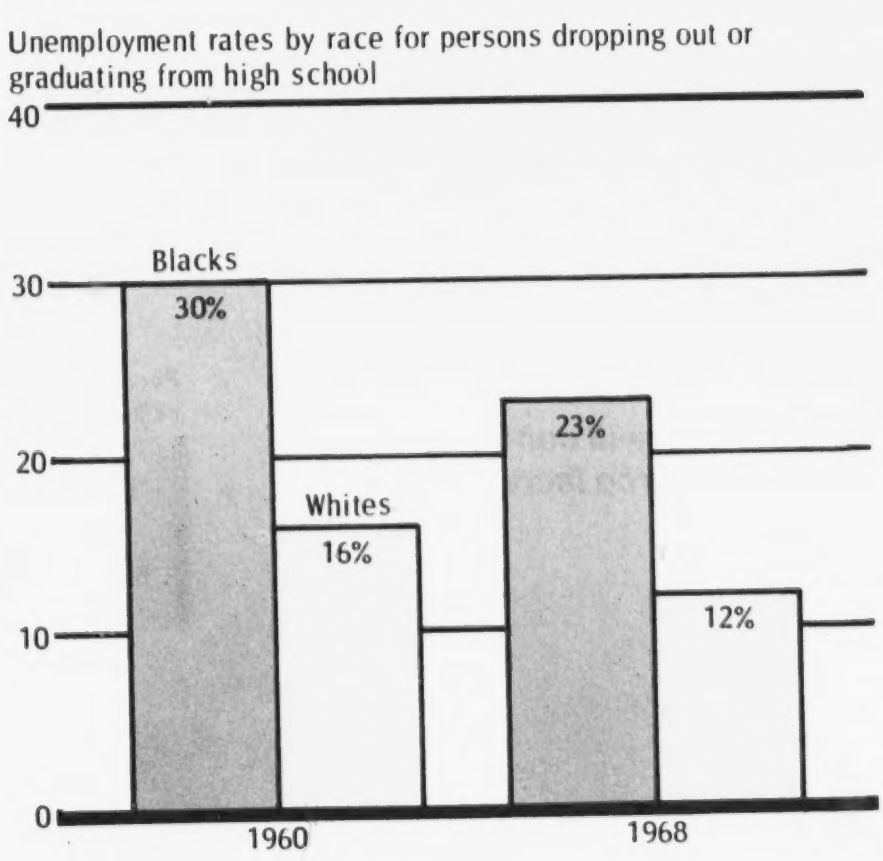
Percent increases in the labor force by race, ages 16-19, (1969-1980)

ONE OF THE MOST PRESSING TASKS OF THE '70's IS TO MAKE AVAILABLE JOB OPPORTUNITIES THAT WILL ENCOURAGE AND ENABLE YOUNG BLACKS TO ENTER, PROGRESS, AND FORM STRONG ATTACHMENTS TO THE LABOR FORCE.

Blacks enter the 70's with a larger but still lagging American economy



Young blacks have made gains in the amount of formal schooling completed. The proportion of blacks graduating from high school each year has been rapidly rising and the educational gap between blacks and whites is narrowing.



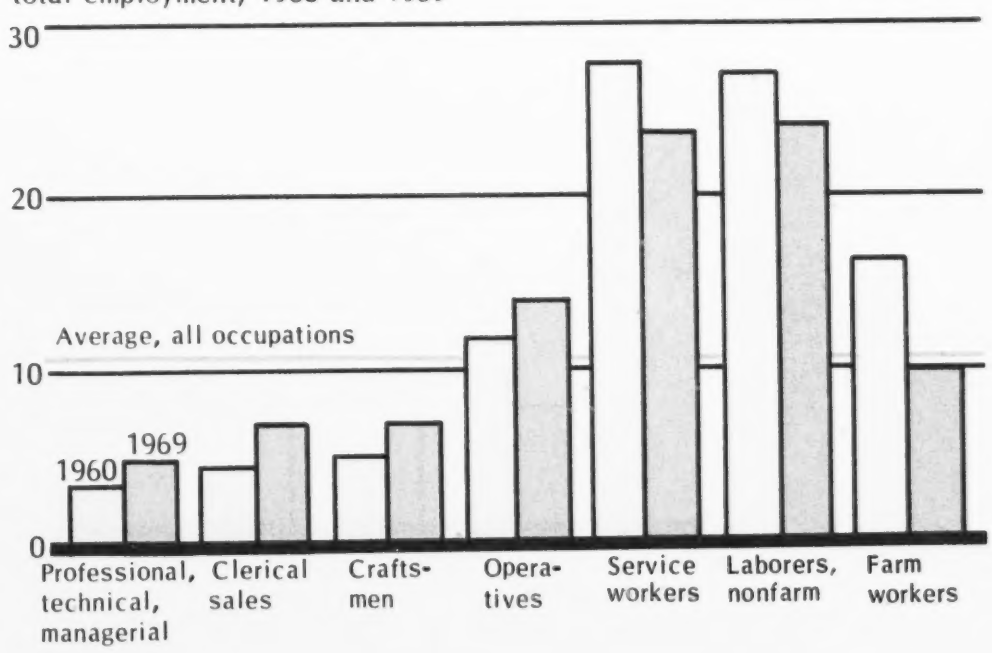
But the unemployment gap between whites and blacks who leave high school each year has not closed. In 1960 the black unemployment rate was about twice the white unemployment rate, and in 1968 this rate continued to be about double.

IT WILL BE IMPORTANT IN THE '70's TO CONTINUE TO NARROW THE EDUCATION GAP. TO CLOSE THE UNEMPLOYMENT GAP REQUIRES THAT EMPLOYMENT OPPORTUNITIES ACCOMPANY EDUCATIONAL GAINS.

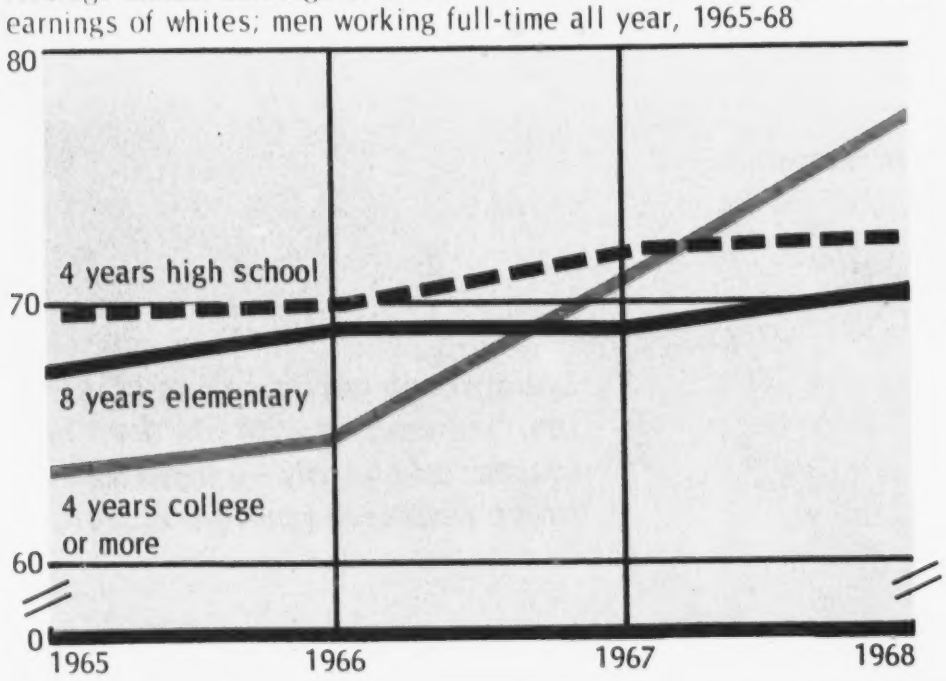
share in the

Black people made occupational gains in the last decade. The proportion of black workers in white-collar and skilled jobs increased. However, they still hold a disproportionately large share of the less skilled jobs.

Occupational shifts of blacks and other minorities in terms of percent of total employment, 1960 and 1969



Average annual earnings of blacks and other minorities as percent of earnings of whites; men working full-time all year, 1965-68



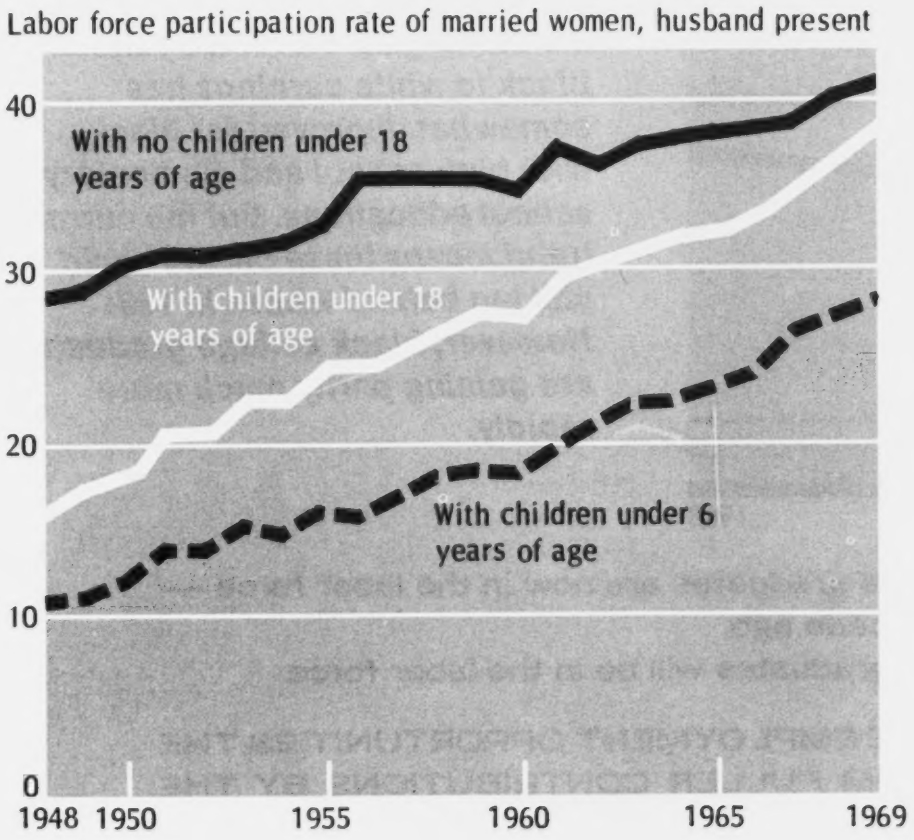
The importance to blacks of a college education is reflected in the earnings picture: the ratio of black to white earnings has somewhat improved for blacks with high school and elementary school educations. But the current trend means these blacks could still lag behind whites in 1980. However, black college graduates are gaining parity much more rapidly.

- More than ½ million black college graduates are now in the labor force — roughly double the number a decade ago.
- By 1980 almost 1 million black graduates will be in the labor force.

WITH A FULLER SHARE OF THE EMPLOYMENT OPPORTUNITIES THE ECONOMY WILL BENEFIT FROM FULLER CONTRIBUTIONS BY THE BLACK POPULATION.

The increasing number of working women underscores training and part-time employment

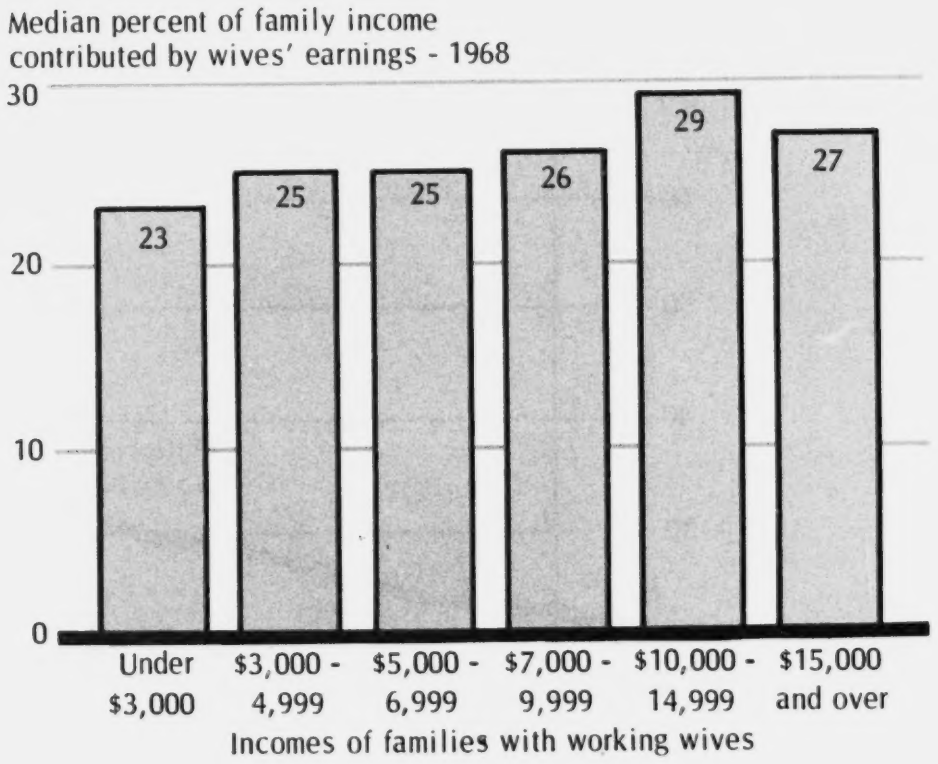
The proportion of women in the workforce will continue to rise, with married women accounting for the major share of the increase. By 1980 the number of women at work will be double the 1950 figure, reflecting a major change in American life style.



Labor force participation of married women with children has increased sharply — even for those with very young children.

the need for day care, continuing

Working wives make significant contributions to total family income. In each income bracket women contribute about one-fourth or more of the family income.



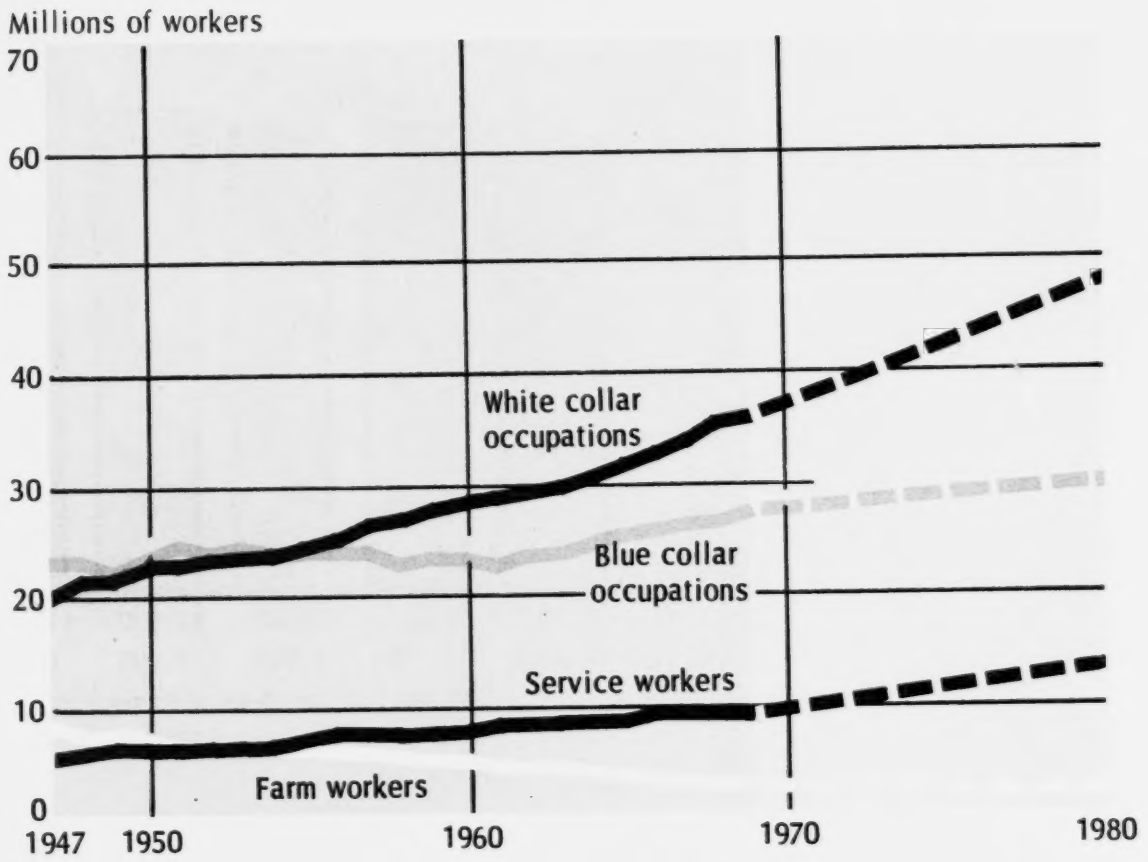
The contributions women can make can be expanded with greater opportunity in the professions:

- Only about 7% of the physicians in the United States are women.
- Only about 3% of the lawyers are women — the same percentage as 15 years ago.

Fuller utilization of the skills and talents of women often requires

- Suitable child care arrangements for working mothers.
- New ways to retrain or update skills of women reentering the labor market.
- Increased part-time opportunities for women who wish to combine marriage, child-raising and work.

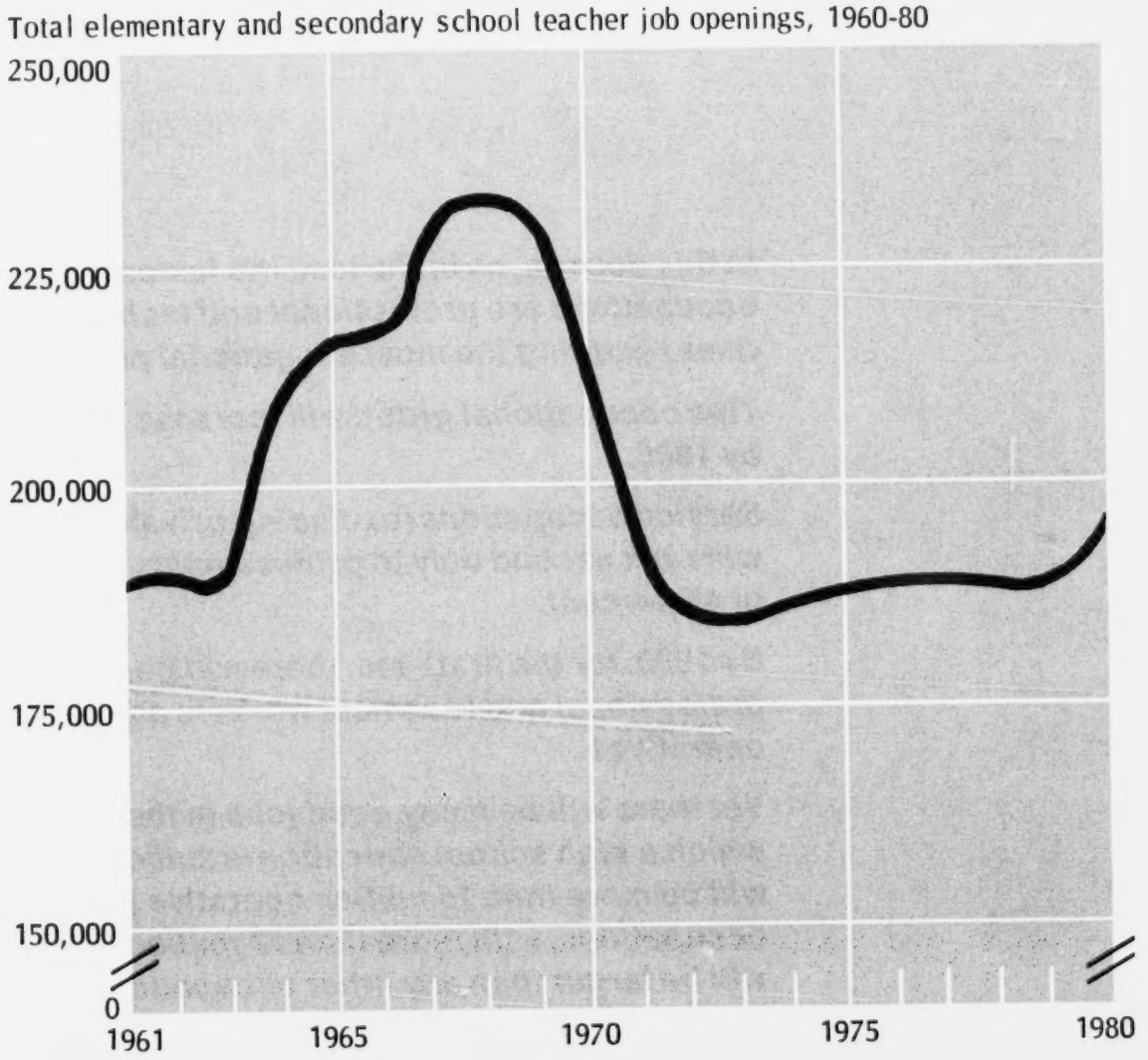
Employment will continue to shift toward white-collar and service occupations



White-collar workers will outnumber blue-collar by more than 50 percent in 1980. However, 31 million workers will be employed in blue-collar jobs, an increase of more than 2 million over 1970.

The number of service workers will continue to increase in the 70's. The number of farm workers will decline still further.

Reduced teacher openings will prompt many college graduates to enter other fields



The passing of the post World War II baby boom means that fewer teachers will be needed than in the middle and late '60's — although there will continue to be numerous openings for teachers.

Unless recognition of the diminished demand exists there could be an increase in the number of college graduates, conditioned by past shortages, who seek to enter the teaching profession.

The situation calls for careful appraisal in making career decisions.

The outlook particularly suggests broadened career opportunities for women. In the past, 2 out of 3 women college graduates entered teaching.

Professional, technical and service occupational groups

In this decade, as in the last, the fastest growing occupations are professional and technical, the ones requiring the most educational preparation.

This occupational group will increase by 50 percent by 1980.

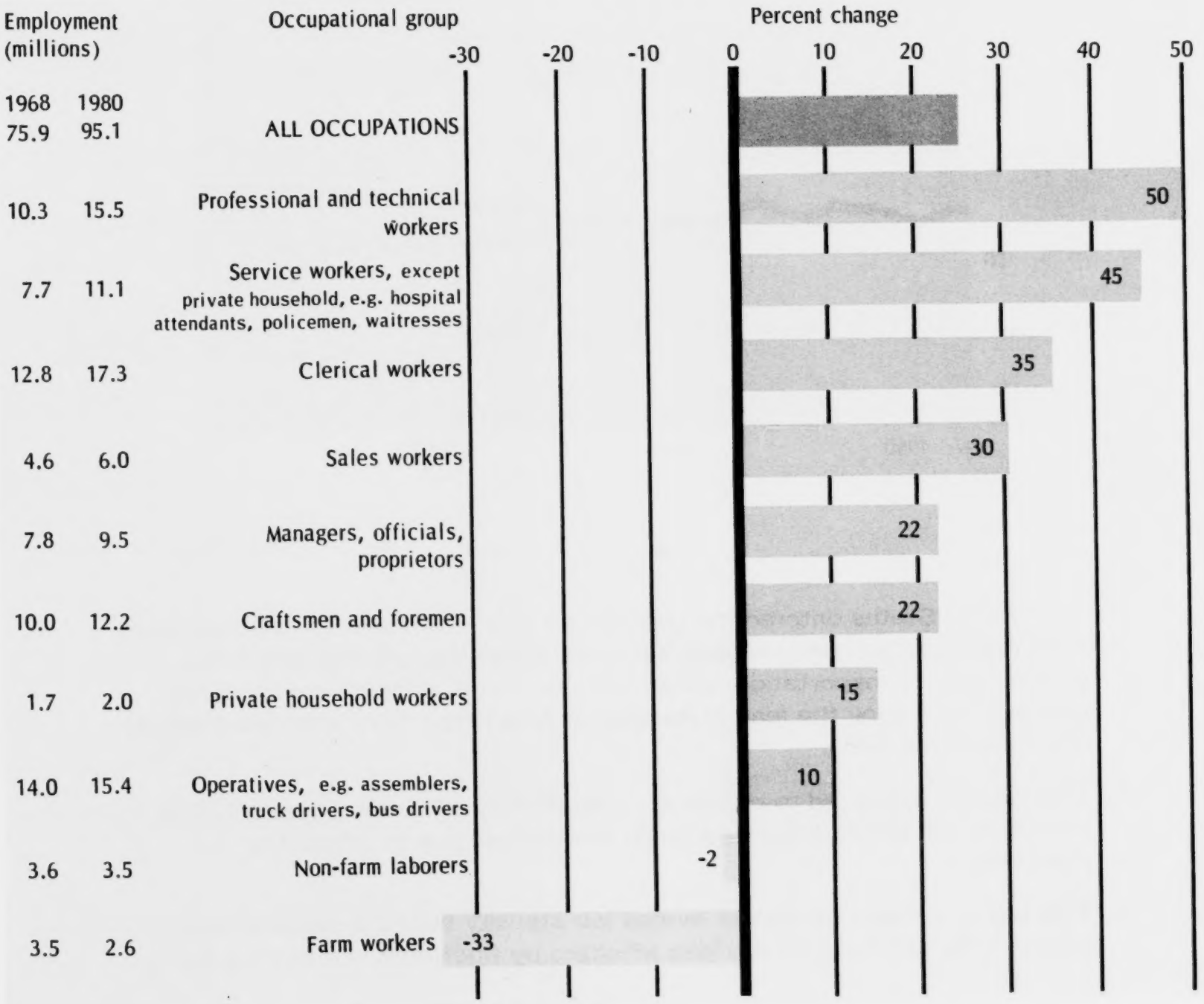
Service occupations (excluding private households) will rank second only to professionals with a growth of 45 percent.

By 1980, for the first time, there will be as many professional and technical workers as blue-collar operatives.

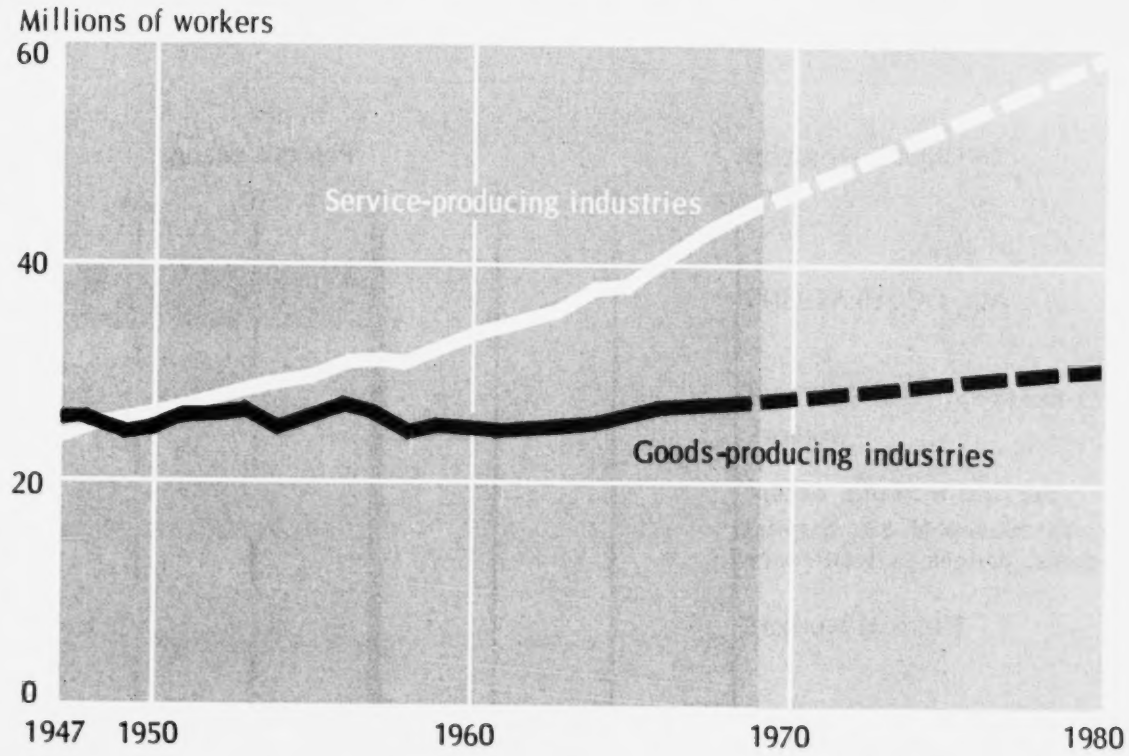
Yet there will be many good jobs in the economy for which a high school education is sufficient: there will be more than 15 million operative jobs. Clerical occupations, with more than 17 million workers, will be larger than any other occupational group.

Jobs in craft skills are increasingly well rewarded financially, reflecting a continuing need for highly skilled workers in the economy.

will grow fastest


Employment (millions)
1968 1980
Occupational group
Percent change
-30 -20 -10 0 10 20 30 40 50
75.9 95.1 ALL OCCUPATIONS
10.3 15.5 Professional and technical workers 50
7.7 11.1 Service workers, except private household, e.g. hospital attendants, policemen, waitresses 45
12.8 17.3 Clerical workers 35
4.6 6.0 Sales workers 30
7.8 9.5 Managers, officials, proprietors 22
10.0 12.2 Craftsmen and foremen 22
1.7 2.0 Private household workers 15
14.0 15.4 Operatives, e.g. assemblers, truck drivers, bus drivers 10
3.6 3.5 Non-farm laborers -2
3.5 2.6 Farm workers -33

The largest number of employment opportunities will continue to be in the service producing industries

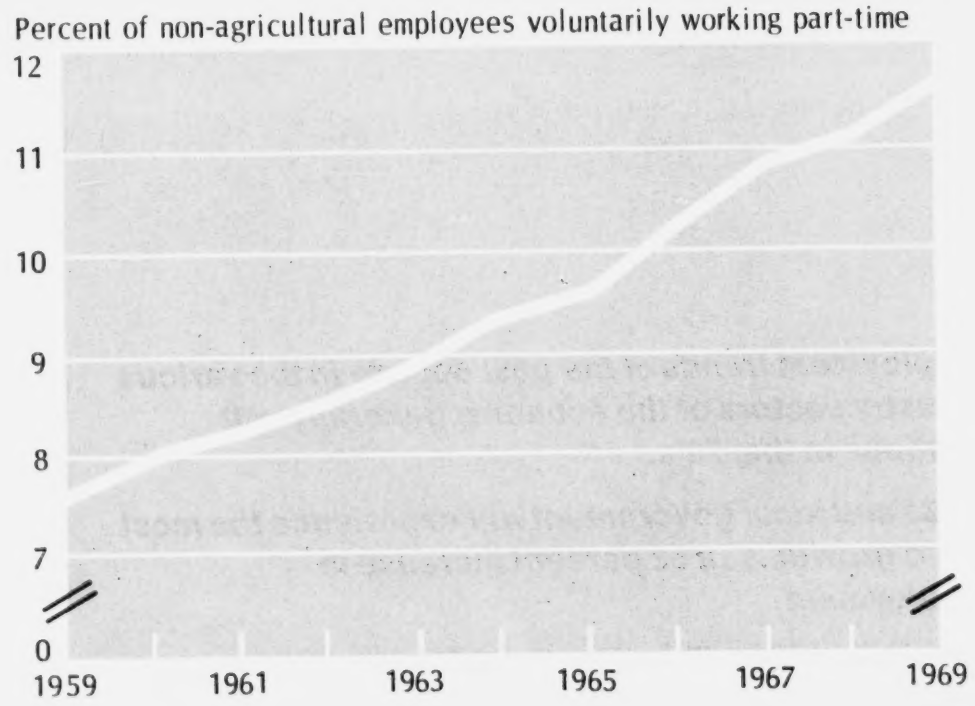


The United States entered the post World War II period with more workers producing goods than providing services. Service-producing industries — government, transportation, public utilities, trade, finance, services and real estate — took the lead in number of jobs in the '50's and raced ahead of goods in the '60's.

The trend is expected to continue — so that by 1980 service-producing industries will employ twice as many workers as goods-producing industries.

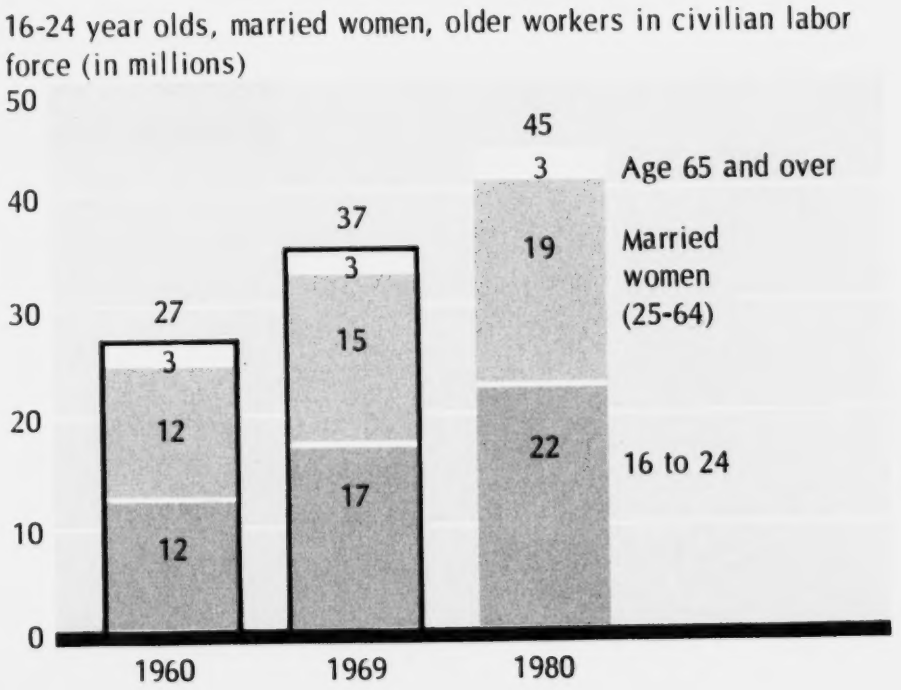
This trend will lead to greater overall job stability because employment levels in the service area are less affected by fluctuations in the economy.

Growth in part-time opportunities will likely parallel growth in workers who prefer part-time jobs



The proportion of workers employed part-time by choice increased rapidly in the past decade. The service-producing industries provided most of the part-time opportunities. If the trend continues, by 1980 one out of every seven persons will be a part-time worker.

As a group, those who most frequently want part-time work — 16-24 year olds, married women aged 25-64, and older workers — will increase substantially.



THE GROWTH OF PART-TIME WORK OPPORTUNITIES WILL HELP MEET THE PART-TIME WORK NEEDS OF STUDENTS, MARRIED WOMEN AND OLDER WORKERS.

State and local government and service industries wil employment gains

Employment trends of the past decade in the various industry sectors of the economy generally will continue in the '70's.

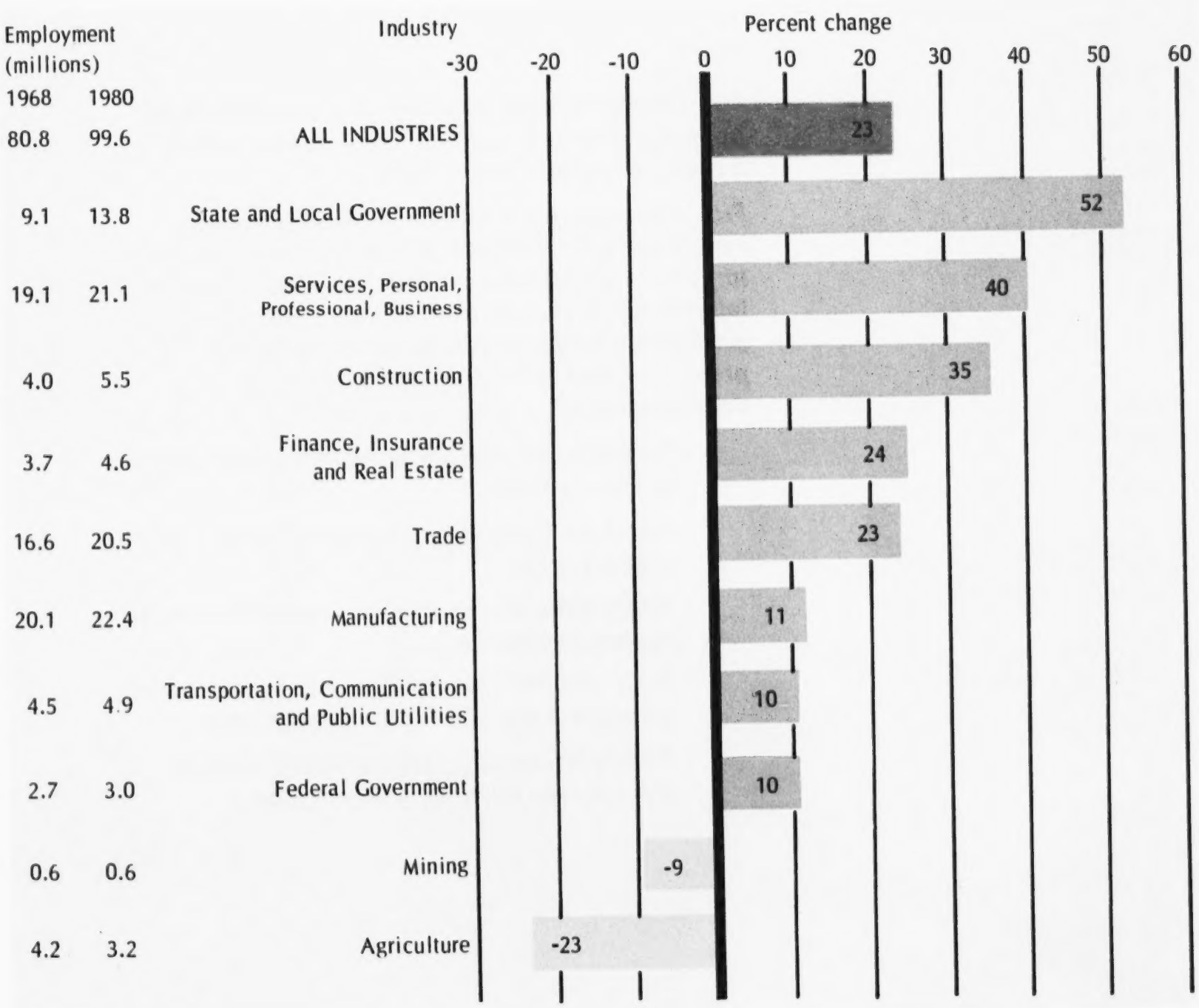
State and local government will experience the most rapid growth . . . a 52 percent increase in employment.

Services, with a 40 percent employment increase, and construction, with 35 percent, will follow.

While manufacturing will grow only 11 percent, it will still be our largest industry in 1980.

Agricultural employment will continue its historic decline . . . and by 1980 the nation's food will be grown by only 3% of the labor force.

have especially rapid



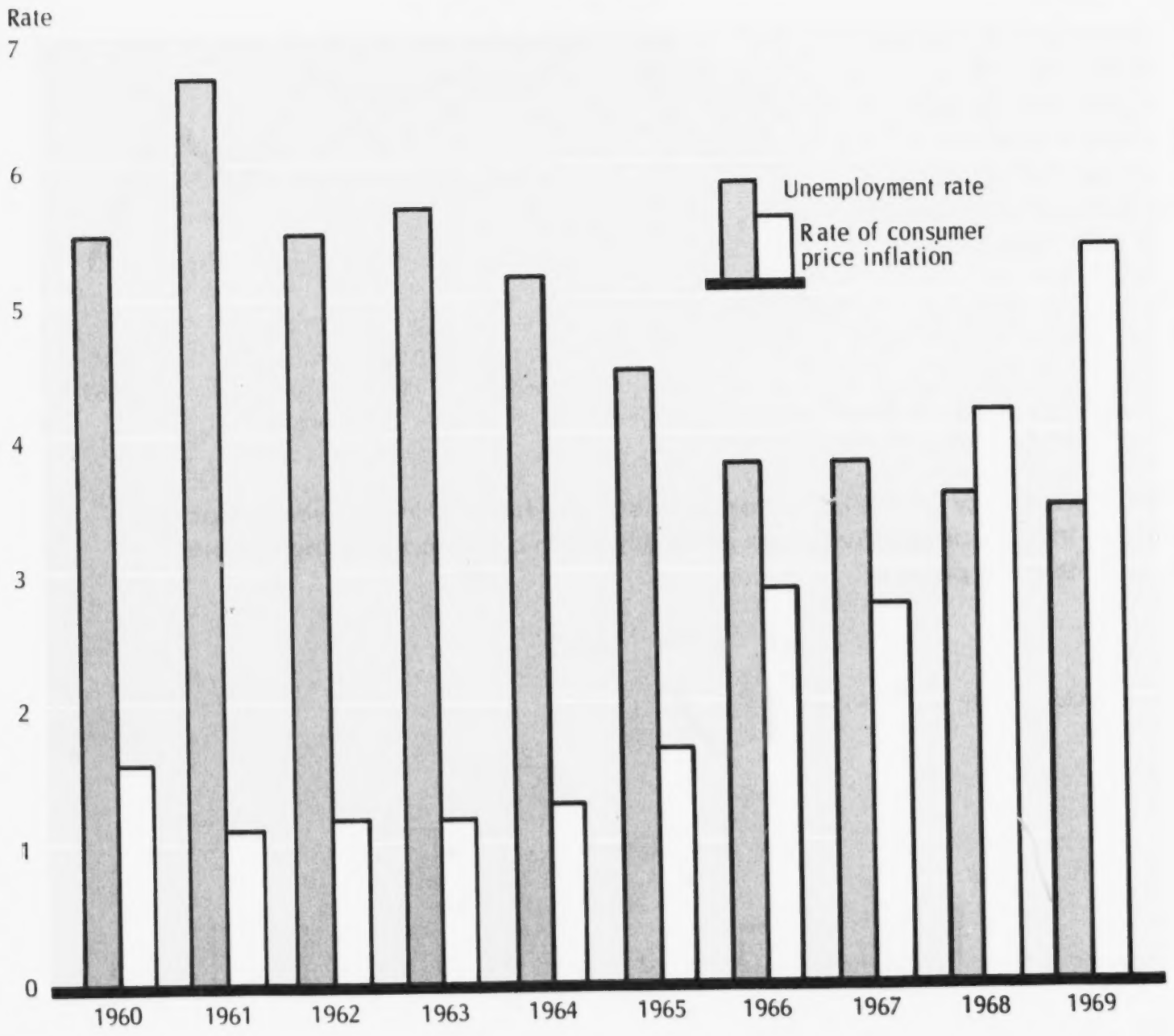
Insuring low unemployment while maintaining price

Low unemployment rates and price stability have been a goal of U.S. economic policy and remain a policy objective for the '70's.

Fiscal and monetary policies remain principle instruments for this task. Manpower policy is an important complement. A quicker adaption of the labor force to growing and changing needs of production is one way to relieve inflationary pressures, and at the same time minimize unemployment.

- ***Training can provide skills that are or will be in short supply.***
- ***Remedial education can make workers more employable.***
- ***Eliminating discrimination can fill demands for needed workers.***
- ***Better job information can help workers and employers identify vacant jobs quickly.***
- ***Computer-assisted job servicing devices can shorten the time between jobs.***

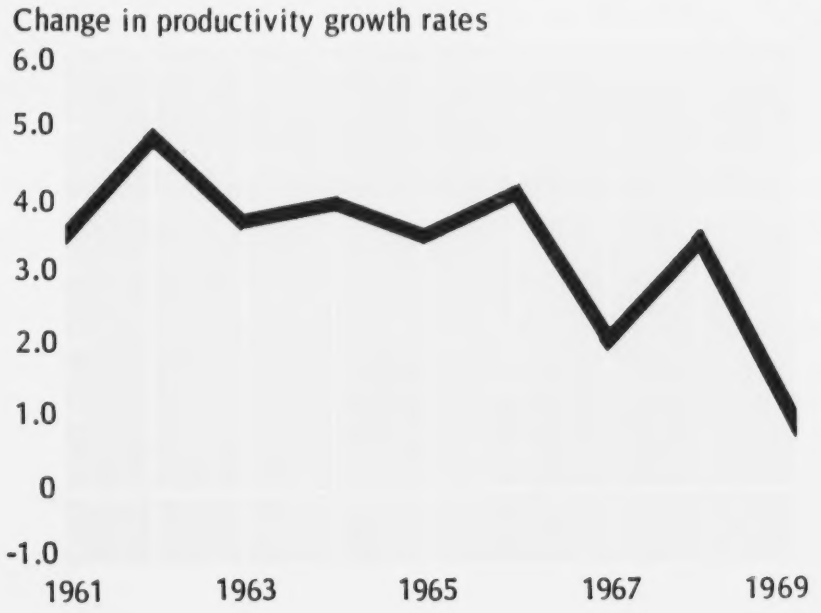
stability is a goal of U.S. policy



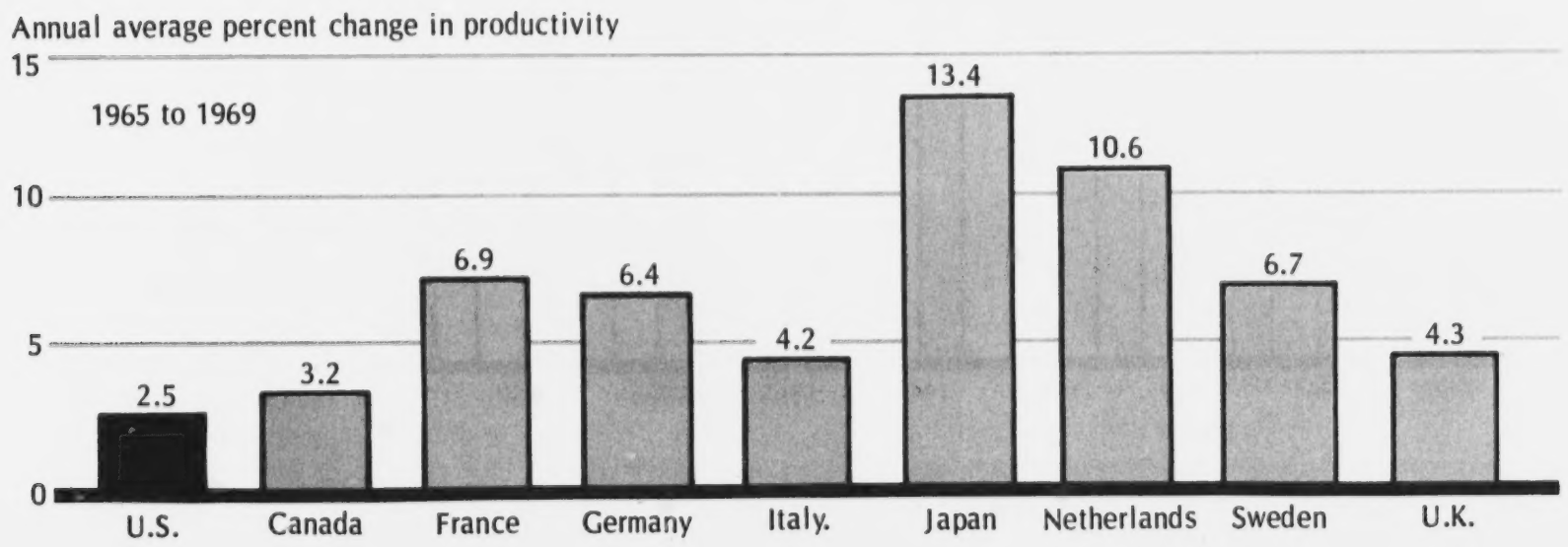
In the first half of the 1960's prices were relatively stable but unemployment was high. In the second half of the decade we moved toward fuller use of the labor force but prices rose rapidly.

U. S. productivity growth rate dropped in the '60's and was slower than in other industrial countries

The rate of productivity growth dropped in the late 1960's. Increasing productivity will reduce inflationary forces, increase our output of goods and services, raise purchasing power, and help raise living standards.



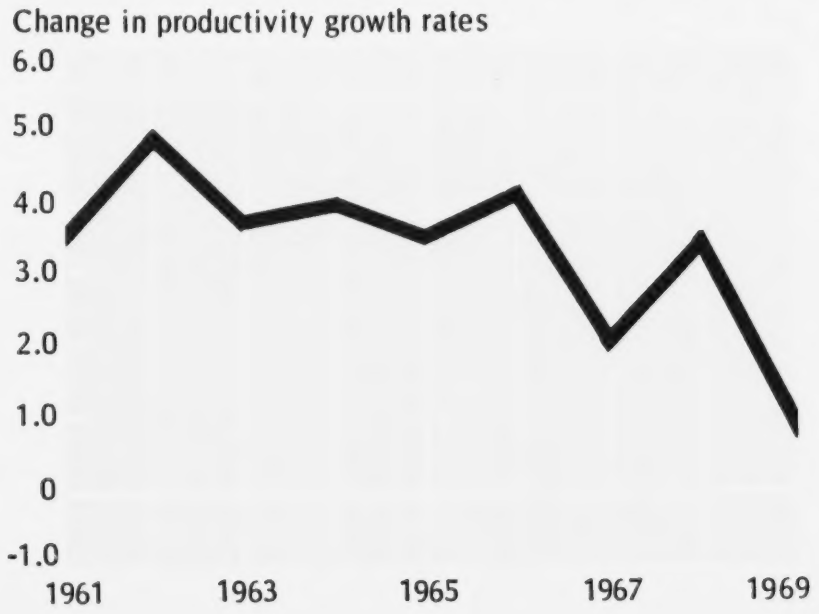
The productivity of the U.S. worker is still the highest in the world. But the growth in U.S. productivity has generally been below competing nations in the 1965-69 period.



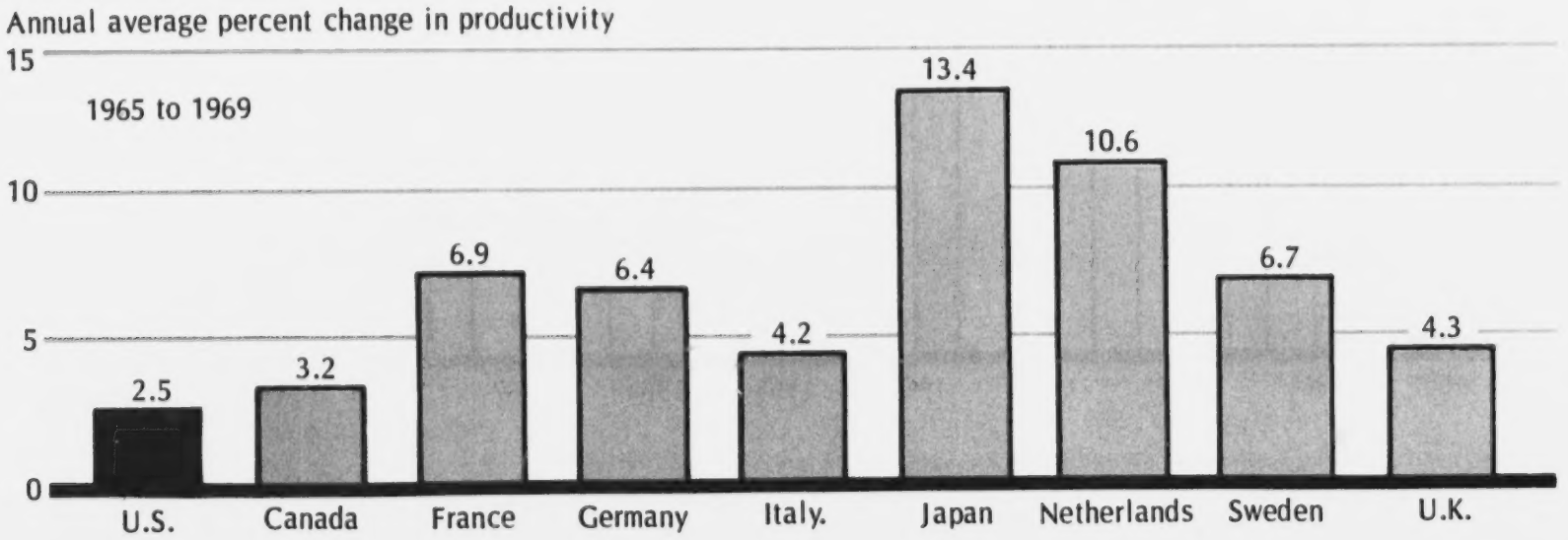
INCREASING THE SKILLS AND ADAPTABILITY OF THE U.S. LABOR FORCE IS AN IMPORTANT MEANS OF RAISING PRODUCTIVITY.

U. S. productivity growth rate dropped in the '60's and was slower than in other industrial countries

The rate of productivity growth dropped in the late 1960's. Increasing productivity will reduce inflationary forces, increase our output of goods and services, raise purchasing power, and help raise living standards.



The productivity of the U.S. worker is still the highest in the world. But the growth in U.S. productivity has generally been below competing nations in the 1965-69 period.

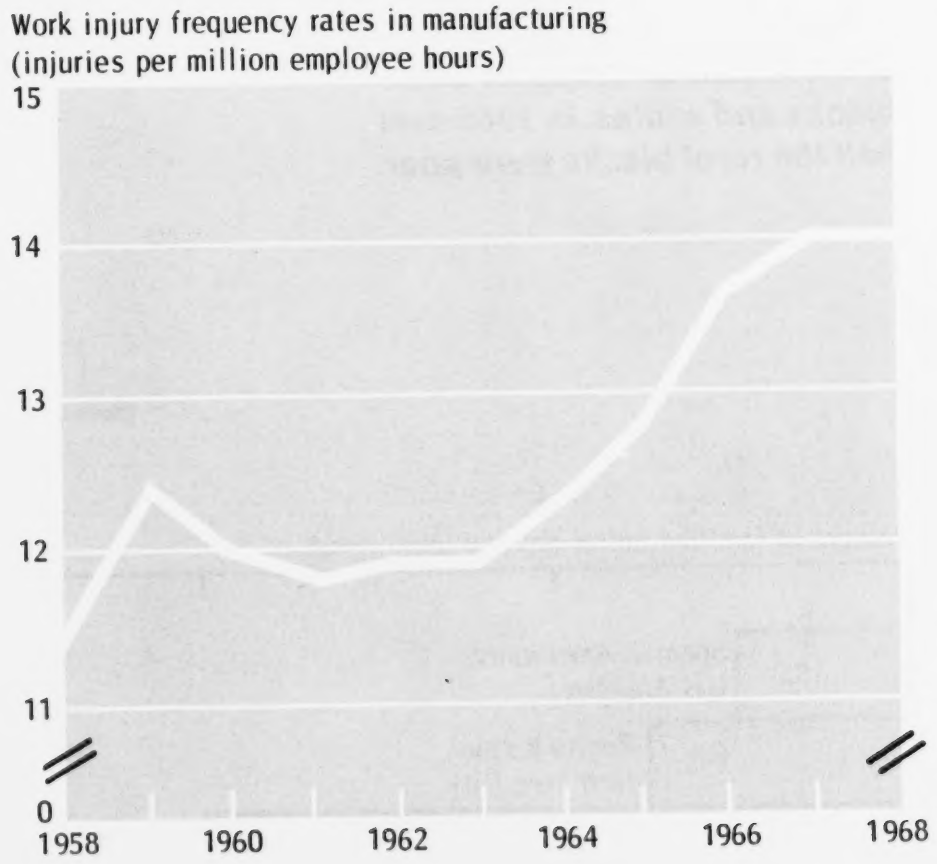


INCREASING THE SKILLS AND ADAPTABILITY OF THE U.S. LABOR FORCE IS AN IMPORTANT MEANS OF RAISING PRODUCTIVITY.

The rate of on-the-job injuries is rising— pointing to the need for improvement in workplace environment

The rate of disabling work-related injuries in American industry has increased more than 20 percent since 1958 causing a loss of productive man-days that is 5 times the number lost from strikes.

For example, accidents in manufacturing have been increasing steadily since 1961.



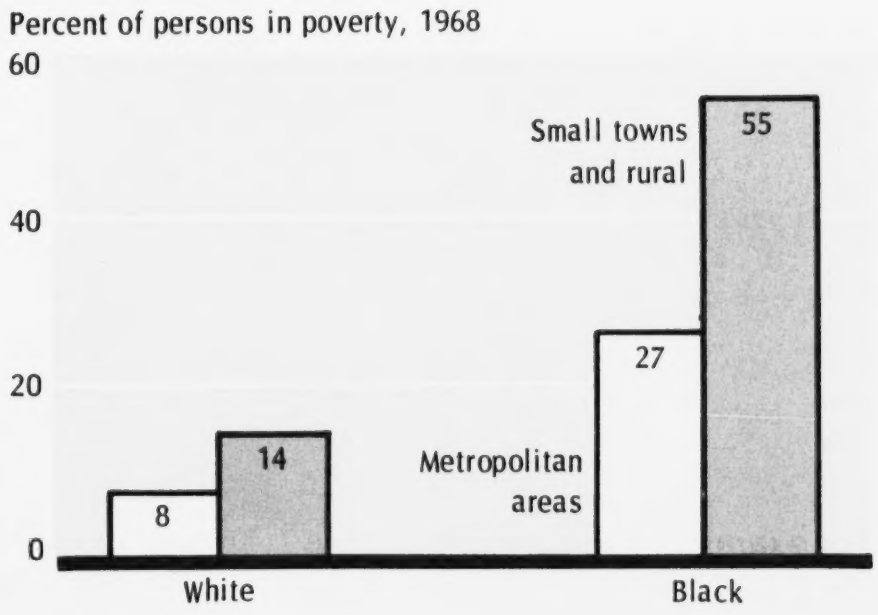
In both human and economic terms the current occupational safety and health scene needs improvement:

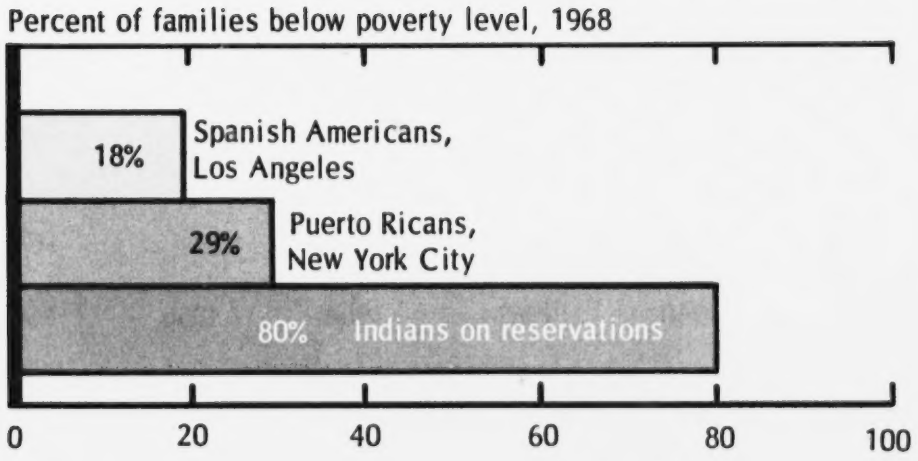
- **About 14,000 persons are killed annually as a result of industrial accidents.**
- **Over two million are disabled each year.**
- **250 million man-days are lost per year because of work-connected disability.**

Despite gains in the '60's the challenge of poverty and confronts the nation

In the 1960's the number of families with incomes below the poverty line decreased sharply. But at the start of the '70's, 10% of all American families were still in poverty. For a family of four the poverty line was set at $3,721.

Poverty rates are higher outside of metropolitan areas for both blacks and whites. In 1968 over half the rural blacks were poor.





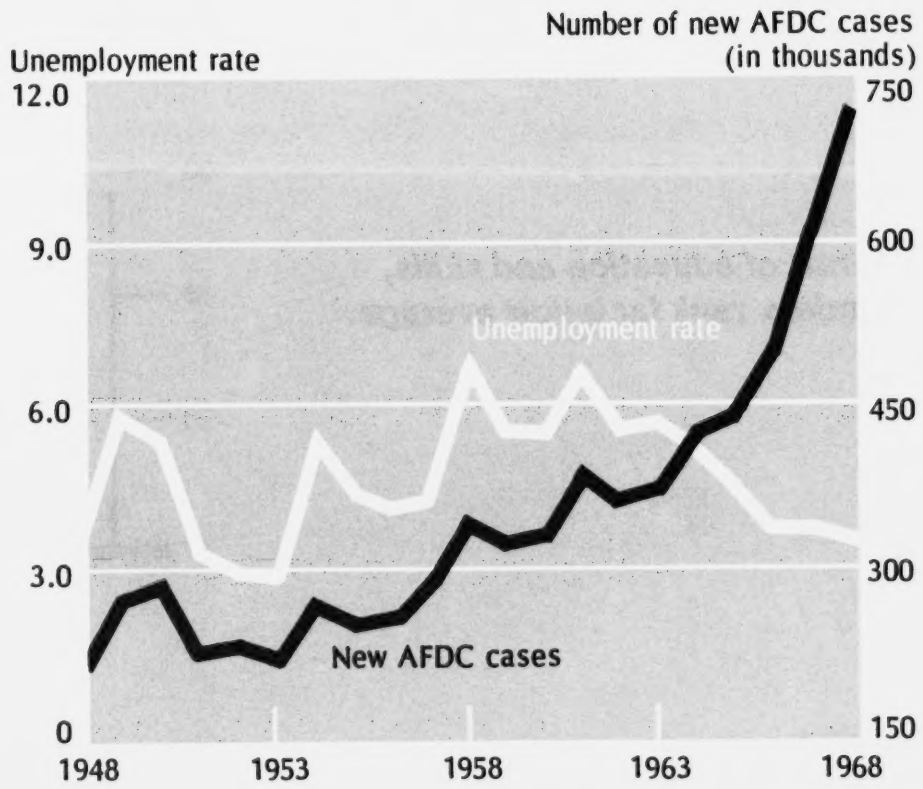
Poverty rates are also high among Spanish speaking Americans, and Indians on reservations.

Many of those in poverty are full-time year-round workers:

- **In 1968, 1.4 million families with fully employed workers had incomes below the poverty line.**
- **Out of every ten, seven were white, three were black.**
- **Half the adults had eight or fewer years of education.**
- **60% of all poor children lived in families with fully employed workers.**

dependency still

While historically welfare caseloads rose and fell with unemployment, this pattern was broken in 1963, with new cases increasing rapidly as unemployment fell. The result was an explosion in welfare rolls.

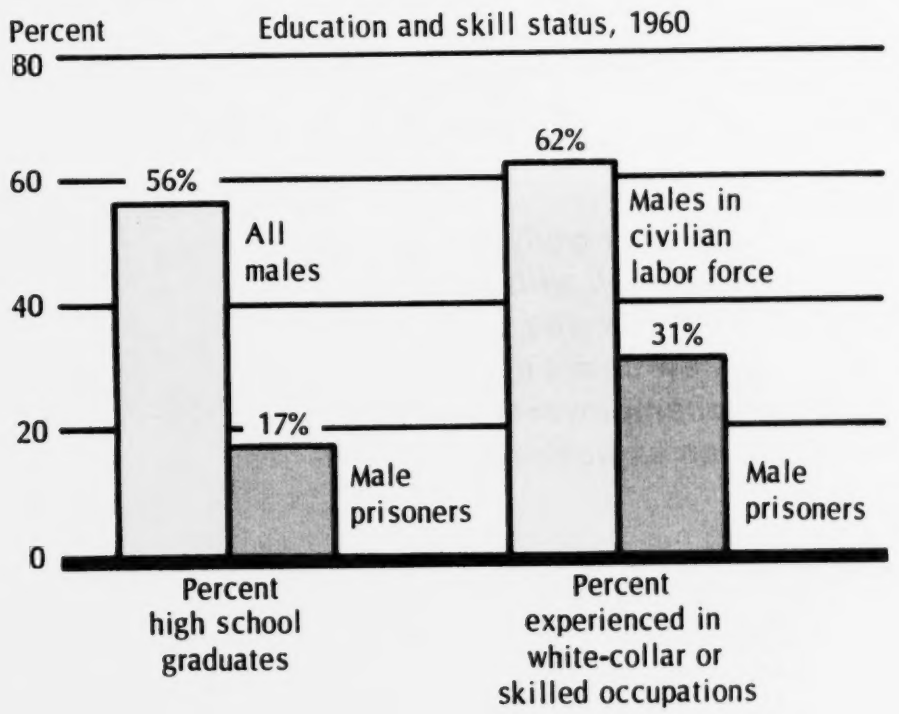


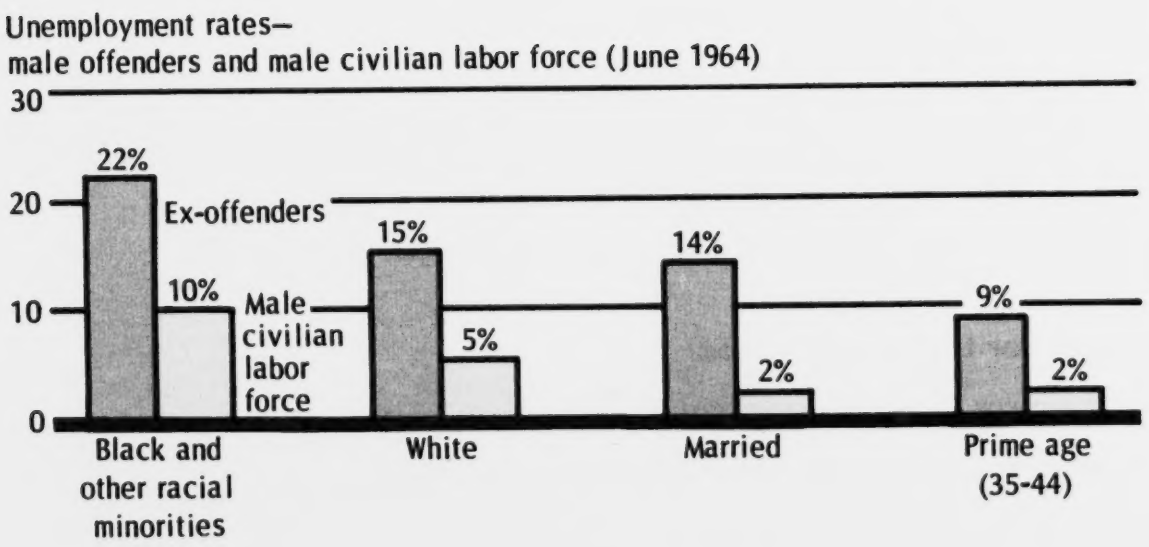
A successful manpower response to poverty and dependency suggests:

- Building work incentives and removing disincentives to get off welfare and into jobs.
- Providing assistance for the working poor.
- Making available training opportunities for the unemployed.
- Increasing employment opportunities for the disadvantaged.
- Eliminating discrimination in the workplace.
- Expanding child care facilities.

Some groups—ex-offenders, for example— have difficulty participating fully in the American economy

In terms of education and skills, offenders rank far below average.





Unemployment is much higher among all groups of ex-offenders

Unemployment contributes to high rates of rearrest and imprisonment

- **63% of all those federal prisoners released in 1963 were rearrested within 5 years.**
- **More than ½ of inmates sampled in skill training programs had previously served prison sentences.**

Rehabilitation programs and employment opportunities are needed to break the cycle of poor education, unemployment, and repeated offenses. Ex-offenders are an under utilized manpower resource.

Federal manpower policy can help advance the nation's economic and social goals

In periods of vigorous economic growth, Federal manpower policy can help to reduce inflationary pressures, increase productivity and open up additional employment opportunities by

- Enlarging and improving the nation's effective labor supply through training or retraining potential workers.
- Reducing skill shortages through selective training and upgrading programs.
- Directing training and employment efforts toward those individuals traditionally by-passed in filling job vacancies.

During economic downturns, Federal manpower policy can ease the burden on workers and contribute to renewed economic growth by

- Extending the duration of unemployment insurance.
- Adjusting the length and content of training programs to labor market conditions.
- Providing temporary jobs for out-of-work job seekers in public service work that builds skills for subsequent permanent employment.

Under any conditions, a Federal manpower system can help to advance economic and social goals by

- Improving operation of the labor market through better information and faster job-matching systems.
- Bringing about a more efficient interplay between the institutions that educate, train and employ workers.
- Working to remove the artificial employment barriers that limit the supply of workers and the availability of jobs.

TO BE EFFECTIVE THE FEDERAL MANPOWER SYSTEM MUST HAVE FLEXIBILITY. IT MUST RESPOND APPROPRIATELY TO THE REQUIREMENTS OF A DYNAMIC SOCIETY AND THE SPECIAL NEEDS OF LOCAL COMMUNITIES. IN THIS WAY IT CAN BEST AID THE INDIVIDUAL AMERICAN TO REACH HIS FULL POTENTIAL.

In summary, people all around the nation will be faced with manpower challenges and opportunities

- **YOUNG ADULT WORKERS** will be the fastest growing group in the labor force — they can begin satisfying and productive careers if given opportunities and challenges in line with their talents and energy.
- **TEENAGERS** will be added to the labor force far more slowly than in the '60's — their employment prospects can be improved substantially, but special efforts will be needed to provide opportunities for the growing numbers of black youth.
- **BLACKS** will continue to make gains in education — they can attain employment parity with whites only if the narrowing of the employment gap at minimum keeps pace with the narrowing of the education gap.
- **WOMEN** will continue to enter and re-enter the labor force in increasing numbers — they can participate more fully in the economy if broader opportunities are available to them and if day care, re-training, and part-time employment needs are met.
- **OCCUPATION AND INDUSTRY GROWTH TRENDS** will require continued adjustments in career decisions — the need to adjust can be anticipated by students and workers, educators and employers by use of information now available.
- **PART-TIME WORK** opportunities are reaching major proportions. Here the needs of students, women with children, and older workers play a key role in the manpower future.

in the decade of the 70's

- STABLE PRICES and LOW UNEMPLOYMENT are simultaneous goals — they both must be pursued vigorously, with manpower policies complementing fiscal and monetary policies.
- PRODUCTIVITY growth has diminished in recent years. Its restoration to higher levels is needed for economic growth, lower costs and prices, and higher living standards.
- WORK INJURIES are rising and indicate the need to improve the environment of the workplace. Human tragedy and economic waste can be avoided by the diligent efforts of employers, workers, and government.
- POVERTY remains a severe problem for many groups and areas. It can be reduced further by ensuring that the poor have economic incentives and opportunities to work.
- SPECIAL GROUPS — such as ex-offenders — lack adequate job preparation and opportunity. Their energies can be turned in constructive directions through rehabilitation efforts and improved job opportunity.

IN LARGE PART, MANPOWER DECISION-MAKERS AROUND THE NATION WILL DETERMINE HOW WELL WE MEET THE CHALLENGES AND REALIZE THE OPPORTUNITIES.

☆U. S. GOVERNMENT PRINTING OFFICE : 1970 O - 405-273

For further information regarding the issues discussed in this report see the following:

Manpower Projections —

Projections: U.S. Economy in 1980 — Summary of all economic projections used in this report — BLS Bulletin #1673; 65¢

Patterns of U.S. Economic Growth — Projections of output, productivity, and industry employment — BLS Bulletin #1672; 65¢.

"The U.S. Labor Force: Projections to 1985," **Monthly Labor Review,** May 1970, single copy 75¢.

"Education of Adult Workers: Projections to 1985," **Monthly Labor Review,** August 1970, single copy 75¢.

Information on Occupational Changes —

Occupational Outlook Handbook, 1970-71 Edition, Bureau of Labor Statistics Bulletin # 1650; $6.25.

"Occupational Outlook Handbook in Brief." Summary of employment, average annual openings, and outlook for 234 occupations included in the Occupational Outlook Handbook. **Occupational Outlook Quarterly,** Summer 1970; single copy 45¢.

"Manpower Trends of the 1970's." **Occupational Outlook Quarterly,** Summer 1970; single copy 45¢.

Manpower Report of the President: A Report on Manpower Requirements, Resources, Utilization and Training, 1970 Edition; $2.50.

Above publications are for sale by the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402

This publication was prepared in the office of **Jerome M. Rosow, Assistant Secretary of Labor for Policy, Evaluation and Research** in cooperation with the Manpower Administration and Bureau of Labor Statistics of the U.S. Department of Labor. The graphics were designed by the Division of Art and Graphics Service; U.S. Department of Labor.